

## Message Text

SECRET

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11  
ACTION NODS-00

INFO OCT-01 ISO-00 /001 W  
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O 160930Z ZFF-6  
FM USDEL SECRETARY IN LUSAKA  
TO AMEMBEASSY BELGRADE IMMEDIATE  
INFO SECSTATE WASHDC IMMEDIATE

S E C R E T SECTO 27099

NODIS CHEROKEE

FOR THE AMBASSADOR FROM EAGLEBURGER

E.O. 11652: GDS  
TAGS: OVIP (KISSINGER, HENRY A.)  
SUBJ: PRESS GUIDANCE ON TWA HIJACKING

REF: BELGRADE 6043 (TOSEC 270142)

1. I HAVE SEEN YOUR REFTEL, AND FEEL CONSTRAINED TO COMMENT.  
THIS IS A PERSONAL CABLE WHICH WILL NOT BE SEEN IN DEPART-  
MENT AND IS FYI ONLY.

2. IN FACT, THE FBI POSITION ON PUBLICATION OF TERRORISTS'  
DEMANDS WAS REPEAT WAS DIFFERENT FROM STATE'S. IN FACT, AND  
I SPEAK FROM PERSONAL KNOWLEDGE SINCE I LIVED WITH IT  
ALL SATURDAY NIGHT, THE FBI RELEASED THE TERRORISTS' TEXT  
TO THE NEWSPAPERS WITHOUT ANY PRIOR CONSULTATION WITH US  
(OR ANYONE ELSE, FOR THAT MATTER). FRANKLY, WHEN I FOUND  
OUT WHAT HAD BEEN DONE THEY HAD TO SCRAPE ME OFF THE  
CEILING. I PERSONALLY BELIEVE RELEASE OF THE TEXT WAS A  
MISTAKE, AND IF I HAD BEEN ASKED WOULD PROBABLY HAVE  
REFUSED TO OKAY IT (THAT IS, I KNOW, EASY TO SAY AFTER  
THE EVENT). MY CONCERN WAS--AND IS-- NOT AT ALL FOR  
THE EFFECT ON THE YUGOSLAVS; THEY CAN TAKE A FLYING  
LEAP AT THE MOON, AS I TOLD PETKOVIC.

3. BUT I AM CONCERNED AT THE EFFECT ON OUR TERRORISM  
SECRET

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POLICY, IN WHICH I BELIEVE WHOLEHEARTEDLY (UNLIKE MANY IN THE DEPARTMENT AND AROUND WASHINGTON WHO DON'T, AND WOULD LIKE TO SEE IT CHANGED TO A SOFTER LINE). BY TURNING THE DOCUMENT OVER TO THE NEWSPAPERS A USG AGENCY DID IN FACT-- AND I BELIEVE IN UNSEEMLY HASTE-- COMPLY WITH A TERRORIST DEMAND. AND THE PRESS WAS NOT LONG IN PICKING THIS UP AND PUSHING US ON WHETHER WE HAD CHANGED OUR NO NEGOTIATION, NO COMPLIANCE WITH TERRORIST DEMANDS POLICY. THUS, STATE HAD TO SEPARATE ITSELF FROM THE FBI OR ADMIT THAT-- AT LEAST IN THIS CASE-- WE HAD VIOLATED OUR OWN POLICY. AND ONCE WE ADMIT THAT WE ARE IN REAL TROUBLE. THE POLICY IS HARD ENOUGH TO ENFORCE UNDER ANY CIRCUMSTANCES, VIEWED AS IT IS BY MANY AS HEARTLESS AND UNBENDING. YOU NEED TO UNDERSTAND THAT STATE IS THE ONLY PART OF THE USG THAT IS FIRMLY COMMITTED TO THE POLICY; WE HAVE TO FIGHT HARD EVERY TIME THERE IS AN INCIDENT TO KEEP IT INTACT. THUS, IN MY VIEW, WE HAVE NO CHOICE BUT TO MAKE IT CLEAR WHERE WE STAND EVERY TIME THE ISSUE ARISES, NO MATTER WHAT OTHERS DO OR SAY.

4. SO, IN THIS CASE THE CHOICE BOILED DOWN TO DISTANCING OURSELVES FROM THE FBI AND, AS YOU SAY, PROVIDING GRIST FOR THE YUGOSLAV MILL, OR STICKING WITH THE IN MY VIEW VERY UNWISE ACTION OF THE FBI AND DOING SERIOUS DAMAGE TO OUR TERRORISM POLICY. UNDER THOSE CIRCUMSTANCES WE OPTED FOR THE FORMER COURSE. SO, IN EFFECT, WE WERE AS YOU SAY, DEFENSIVE. BUT I WOULD DENY THAT WE WERE "WELL MEANING BUT INEFFECTUAL". TRUE, THE FBI ACTION MAY HAVE CONTRIBUTED--IN THIS SPECIFIC CASE-- TO A SUCCESSFUL OUTCOME (ALTHOUGH EVEN THAT, IN RETROSPECT, IS DOUBTFUL GIVEN THE FACT THAT THE TERRORISTS WERE UNARMED), BUT WHO KNOWS WHAT HARM MAY HAVE BEEN DONE TO OUR POLICY?

5. FOR A CHANGE, MY FRIEND, IT IS STATE THAT IS HANGING TOUGH, SO HOW ABOUT A PAT ON THE BACK INSTEAD OF A KICK IN THE BEHIND?  
KISSINGER

SECRET

NNN

\*\*\* Current Handling Restrictions \*\*\* n/a

\*\*\* Current Classification \*\*\* SECRET

## Message Attributes

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**TAGS:** OVIP, US, TWA, (KISSINGER, HENRY A)  
**To:** BELGRADE  
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